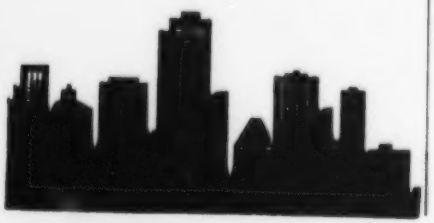
*Social Planning Council of Winnipeg*
*Plan Winnipeg Review Committee*

# *Winnipeg's Next Decade: The Challenge of Social Equity*



*August 30, 1991*

ISBN 1-895752-02-7

# Table of Contents


EXECUTIVE SUMMARY..... 1
Process..... 1
Action Areas..... 2

INTRODUCTION..... 4
Plan Winnipeg Review '92 and the Planning Council's Response..... 4
Composition of Committee..... 4
Mandate..... 4

COMPONENTS OF SOCIAL EQUITY..... 5
Theme of Social Equity..... 5
Statement on Quality of Life..... 5
Vision and Planning Philosophy..... 6
Principle of Community Participation.. 6

CHALLENGES FOR THE FUTURE..... 8
Changing Roles in Social Policy..... 8
Municipal Responsibility..... 8
Guidelines of Service Delivery..... 9

OVERVIEW OF DEMOGRAPHIC AND SOCIO-ECONOMIC TRENDS IN WINNIPEG..... 10
Population..... 10
Economic Well Being..... 10
Poverty..... 11
Challenges for Government..... 11
Conclusions..... 12


92-04816/


ISSUES OF SOCIAL EQUITY..... 13
Meeting Basic Needs
- Child Care..... 13
- Education..... 13
- Health Care..... 14
- Housing..... 15
- Human Rights..... 17
- Income Security..... 17
- Personal Safety and Security... 19
- Social Services..... 18

Opportunities for Community and Individual Fulfillment..... 19
- Recreation and Culture..... 19
- Parks and Facilities..... 19
- Libraries..... 20
- Public Transportation..... 20
- Justice..... 21
- Existing Community Facilities... 21

New Horizons
- Participatory Planning..... 22
- Accessibility of Planning Tools. 22

CONCLUSIONS..... 24

NEXT STEPS..... 25
- Action Areas..... 25

ADDITIONAL READING MATERIALS... 26


© Copyright August, 1991
Social Planning Council of Winnipeg
412 McDermot Avenue
Winnipeg, Manitoba
R3A 0A9
Tel. (204) 943-2561
Fax. (204) 942-3221

# EXECUTIVE SUMMARY

*The following principles must be built into the city's planning process:*

*1. The principle of social equity in planning deals with the need to redress imbalances that exist in our community.*

*2. Community participation empowers people by encouraging community involvement in the decision-making process, enabling citizens to voice concerns about issues in their community.*

Winnipeg is changing rapidly and is likely to change even more rapidly in the future. The facts and trends speak loudly about the changes; population, economic, housing, political, and social relationships are being affected. Not all citizens of our city are able to share in the opportunities for a better quality of life, and some are being adversely affected by the changes. Plan Winnipeg, to accommodate these changes, must be more than a physical planning/land use document. It must accommodate social and economic objectives as well.

### *Process*

The Social Planning Council of Winnipeg recommends that the following two principles be built into the city's planning process:

1. The first principle is that of social equity. This term is often confused with the concept of social equality which in effect might be interpreted as sameness. Social equality implies that the distribution of resources occurs evenly and equally. For example, five district community centres might each receive a $100,000 annual budget, which by definition is equal distribution. However, the program needs of one community centre, perhaps an inner-city facility, can differ significantly from the others. Equal distribution of budget resources will not adequately meet the special program needs of the inner-city centre. Social equity recognizes this problem and allocates more resources to the immediate needs of the one centre in order to redress the imbalance that exists between inner-city and suburban facilities and programs. Therefore, when we speak of social equity we are talking about redressing imbalances in order that all may share and participate in a City's amenities.

2. The second principle is that of the right of community participation. Community participation empowers people by encouraging community involvement in the decision-making process, enabling citizens to voice concerns about issues in their community. The City of Winnipeg's Neighbourhood Improvement Programs gave local residents an opportunity to participate in the physical rebuilding of neighbourhoods such as the North Point Douglas, North St. Boniface and Brooklands communities were good examples. Although limited in funding and timeframe this program was deemed a positive success from a community participation point of view.

We believe that Winnipeg's planning decisions must receive input from citizens who are generally under-represented in decision-making and traditional community planning processes. Planners must also be aware that some people are reluctant to participate in public meetings, and must work toward developing alternative and creative methods in obtaining input and providing interpretation or translation of materials where needed. We are suggesting a move toward a more participatory planning model.

Local government is often represented as the most accessible level of government, but it usually fails to live up to that ideal. The formalized structures of planning are often perceived as barriers to community involvement. A commitment from the City to community participation in the development of the City's social and physical facilities would lend some reality to the myth of local government accessibility.

### Action Areas

The objective of a social planning process oriented to equity and participation is to achieve equitable social policy. The issues addressed in this document have been chosen as some of the major issues. These major issues can be used to illustrate a number of key areas which must be addressed from a social equity perspective. Recommended initiatives for Plan Winnipeg and the City of Winnipeg are:

### 1. Meeting Basic Needs

***Principle:***
Meeting basic needs ensures that everyone has access to the basic necessities of life (food, shelter, clothing, employment, safety and security). This plays a balancing role in the lives of people and leads to an improved "quality of life" for everyone.

***Goal:***
The City of Winnipeg must work towards ensuring the basic needs of its citizens are met through the provision of secure and affordable housing, quality health care and educational services, and assume and expand its commitment to ensuring personal safety and security. This goal must apply to all population groups, including Aboriginal and other racial/ethnic minorities within the City of Winnipeg. *Please see "Issues of Social Equity" section on page 13.*

### 2. Opportunities for Individual and Community Fulfillment

***Principle:***
Meeting of the basic needs of citizens is a priority, however, opportunities to pursue a better lifestyle, personal development, and engage in community involvement must also be realized.

***Goal:***
The City of Winnipeg must continue to provide accessible and affordable parks and recreational opportunities to it citizens, maintain anequitable library system, accessible transportation system, and encourage the continued development of the arts and cultural communities. *Please see "Opportunities for Individual and Community Fulfillment" section on page 19.*

### 3. Respect for Diversity

***Principle:***
The City of Winnipeg must respect the diversity of its citizenry and recognize the issues concerning Aboriginal and other racial/ethnic peoples in the urban environment.

***Goal:***

The stronger emphasis on the use of the Race Relations Committee, employment equity, and the development of an Urban Aboriginal Policy Strategy would enhance respect for diversity through existing institutional structures. *Please see Human Rights section on page 17.*

### 4. Revenue Sources

***Principle:***

Future transferring of programs and services from senior levels of government must be accompanied by adequate revenue sources to cover service costs at the municipal level.

***Goal:***

The City of Winnipeg must actively lobby the senior levels of government for new revenue sources in order to meet the challenges of growing service demands at the municipal level. *Please see "Challenges for the Future" section on page 8.*

### 5. Community Participation

***Principle:***

The City of Winnipeg should recognize the right of all its citizens to participate in the planning and development of their City and community.

***Goal:***

Community participation must be openly accommodated in the planning process. *Please see "Principle of Community Participation" section on page 6.*

*Photo courtesy of Core Area Initiative*

# INTRODUCTION

*The overall theme is that Plan Winnipeg must address Social Equity issues which it has not addressed in the past.*

## *Plan Winnipeg Review '92 and the Planning Council's Response*

Plan Winnipeg is designed to establish the context within which the City manages its affairs, to provide the background against which annual budgets are prepared and to reflect Winnipeggers' hopes and aspirations. Now five years old, the Plan is undergoing a major review (The Review '92 Process). The citizens of Winnipeg are being asked to participate in the review by submitting briefs to identify priority issues and make recommendations.

The Social Planning Council of Winnipeg has a long history of involvement in planning issues. It has also played an active role in discussions on Plan Winnipeg. The Social Policy Committee of the Social Planning Council has responded to the request for a brief by forming the Plan Winnipeg Review Committee.

## *Composition of Committee*

The Committee members included:

Chair
Dr. Tom Carter, Geography,
University of Winnipeg

Shirley Bradshaw, Advisory Board,
Social Planning Council
Patrick Falconer, Winnipeg Core Area Initiative
Chris Leo, Political Science,
University of Winnipeg
Kathy Medland, Planner/Fund-raiser
Arlene Rosine, North-Main Development Corp.
Paul Thomas, Political Studies,
University of Manitoba
Wendy Zink, DSI Tandem Co-op
Resources Limited

Planning Council staff members included:

Renate Bublick, Executive Director
Alex Regiec, Research Assistant
Grace Meconse, Social Planner

There was consultation with members of various groups in the community, in addition to the various other committees and the Board of the Planning Council.

## *Mandate*

The goal of the Committee was to provide a brief that is forward looking, a "futures" document identifying priority issues and making general policy recommendations.

## COMPONENTS OF SOCIAL EQUITY

*...Plan Winnipeg must be more than a physical planning/land use document. It has to address key issues and problems from a social perspective. Planning must have a social component.*

### *Theme of Social Equity*

> *A plan... "cannot be definitive and inflexible, but must be constantly adapted to changing conditions. Such adaptations... are to be made only with the whole scheme in mind."*
>
> Jean-Claude LaHaye

This brief focuses on various aspects of social equity. The overall theme is that Plan Winnipeg must address social equity issues which it has not addressed in the past. The concept of social equity is emphasized as a process of addressing imbalances in accommodating basic needs within the urban area. The brief highlights the fact that certain areas of the City and particular groups may require an increased resource allocations to address imbalances.

A number of important concepts for achieving social equity in the urban context are highlighted, including:

1. Incorporating social planning objectives which facilitate communication between individuals, groups and institutions and focus on obtaining more complete and reliable data on issues/problems that have to be addressed;

2. Incorporating community participation in the planning process;

3. Establishing guidelines for delivery of services which ensure services are accessible, visible, equitably distributed and culturally appropriate;

4. Planning for an improved quality of life.

This brief makes the point that Plan Winnipeg must be more than a physical planning/land use document. It has to address key issues and problems from a social perspective. Planning must have a social component.

### *Statement on Quality of Life*

Located in the middle of the rich Red River Valley where the Red and Assiniboine Rivers meet, Winnipeg is regarded as a major centre of transportation, communication, manufacturing and finance for Western Canada. Its broad range of cultural activities, institutions of learning, reasonably priced housing, lively street festivals, historic architecture, entertainment and recreational opportunities make for a valued quality of life for Winnipeggers.

The term "quality of life" is a concept often used to describe citizens' satisfaction with different residential or work locations. Typically, a planner or sociologist will measure various dimensions of a city's "quality of life". Some dimensions used by researchers include: economic well-being, politics, the environment, health and education, safety and social relationships. The breakdown of these dimensions can include such factors as: income,

*Redressing social imbalances presents the greatest challenge to the definition, planning and reality of social equity in the City of Winnipeg.*

poverty and job opportunities (economics); community participation, and communication (political); pollution (the environment); homelessness, school programming, discrimination, health promotion and disease prevention (health and education); and, arts, cultural, and entertainment facilities (social relationships).

Clearly, by using the foregoing social dimensions, research suggests that some segments of our population are not sharing in Winnipeg's prosperity and opportunities. They are unwilling participants in the social problems found in some of our City's neighbourhoods. Neighbourhood amenities are not always accessible for those with limited personal resources. Issues of access and affordability present barriers to participation in the available amenities and opportunities in our City. Redressing social imbalances presents the greatest challenge to the definition, planning and reality of social equity in the City of Winnipeg.

### *Vision and Planning Philosophy*

The Social Planning Council's vision of Winnipeg for the next decade is a well-planned City, with appropriate services, in which government, the voluntary sector, social services, the community, business and labour work together for the progressive development of a balanced, livable community.

The goal of social planning is primarily to improve the quality of life for people. The four basic objectives of social planning are:

1. To facilitate communication between individuals, groups and institutions;

2. To focus on obtaining the most reliable and complete data available on issues that need to be addressed in the community and what can be done about the problem (appropriate data must always support any recommendations for change in public policy);

3. To help the community formulate quality of life objectives it wants to achieve for its residents; and

4. To think globally and to act locally.

Much of the Social Planning Council's research is intended to initiate or add to the quality of public debate with objective and non-partisan facts, assessments and recommendations for future social policy.

### *Principle of Community Participation*

Currently, community participation (community participation meaning citizen participation) in the planning process is largely a technical process with input opportunities from citizens being solicited in a structured process. The Community Committee and district planning systems were conceived to provide a decentralized forum for citizen participation in the planning process. The system was designed to inform, solicit and evaluate input from a broad range of citizens and interest groups through the Residents Advisory Groups (RAGs). There are, however, no staff resources or any available

*Community participation empowers people to become involved in the decision-making process and enables citizens to voice concerns about issues in their community.*

funds set aside to aide the RAGs in their research or development of community issues. RAG effectiveness in the decision-making process is impaired because they only react to issues as they arise and are asked to comment. According to the Taraska Report of 1976, the provisions in The City of Winnipeg Act for citizen participation were passive measures not intended to promote participation.

The central principle of the right of community participation is one framework from which the social equity component of Plan Winnipeg can be developed. Community participation empowers people to become involved in the decision-making process and enables citizens to voice concerns about issues in their community.

Empirical research has shown that compared to traditional planning approaches, neighbourhoods or local community planning programs:

1. Are more responsive to local characteristics, desires, and problems;

2. Provide opportunities to increase the number of citizens participating in planning;

3. Are more project - rather than policy - oriented and result in physical improvements in neighbourhoods;

4. Are successful vehicles for addressing a wide range of issues; and

5. Foster social interaction and a stronger sense of community in local neighbourhoods.

The result of this approach is clearly an increase in citizen access to and trust in local government.

All issues, policy and program initiatives, need to be evaluated against the right of community participation. Enabling local community groups to be partners in the development and delivery of new and existing services is one way for municipalities to cope with their growing areas of responsibility.

Photo courtesy of Institute of Urban Studies

# CHALLENGES FOR THE FUTURE

*Responding to new needs and responsibilities will require development of new partnerships between the City and community groups.*

## Changing Roles in Social Policy

Municipal councils have been primarily concerned with the provision of services to property. However, they have entered a period where they are now in the realm of delivering more "soft" services. A competitive situation now exists for the allocation of municipal dollars for "hard" and "soft" services. The transferring of responsibilities by senior levels of government to local municipalities has meant:

1. That many municipalities have assumed and been delegated responsibilities beyond traditional property servicing.

2. The shift of responsibilities has occurred without a shift in revenue resources to support new programs.

The emergence of different expectations among individuals, groups, and institutions is also contributing to the changing role of municipal government in community affairs.

Municipalities must develop new and different methods of delivering services because they are responding to new needs and responsibilities. This will require development of new partnerships between the City and community groups.

Municipalities now determine expenditure priorities for a variety of what some refer to as "soft" social services, which in effect further such generally held values as distributive justice and equality of opportunity. In effect, municipalities have become responsible for protecting and fostering the social, economic and environmental well-being of their communities. On the regulatory side, municipalities are now more often expected to formulate and implement policies, procedures and by-laws covering senior governmental jurisdictions. (The proposed amendment to Bill 35: The City of Winnipeg Act, would greatly widen Plan Winnipeg's parameters.) To assist municipalities in the development and delivery of existing and new social services, community groups must have appropriate resources allocated to them. This new 'pro-active' planning approach will aid both municipalities and community groups in the effective and equitable delivery of soft and hard services in the future.

## Municipal Responsibility

Local government can be the most accessible level of government because it interacts and affects its citizens lives on a daily basis. Municipal decisions have a determining influence on the nature and form of urban growth which in turn affects the "quality of life" of everyone. The municipal tools and services of zoning, delivery of "hard" services such as water and sewage treatment facilities, public transit service, libraries, public health services, and social housing have been contributing factors to a better "quality of life".

Current research suggests that senior levels of government are reducing their involvement in a

*Now and in the future, there must be a call on community groups to assist municipalities in the development and delivery of existing and new social services.*

number of policy areas, which is a major concern for municipalities. New strategic plans for urban centres must address the question of enhanced responsibility in a time of shrinking revenues. Moreover, now and in the future, there must be a call on community groups to assist municipalities in the development and delivery of existing and new social services.

### *Guidelines of Service Delivery*

In developing this brief the Planning Council has been guided by the central principle of the right to community participation which encompasses the following set of goals by which municipal services should be delivered:

1. **Equitable Distribution** - to ensure that all future services, and in particular social services, are available to all citizens of Winnipeg according to their needs;

2. **Accessibility** - to ensure that all services delivered are accessible to citizens according to their abilities;

3. **Visibility** - to ensure that all citizens are aware of the services offered and how, where and when to access them;

4. **Culturally Appropriate** - to ensure that services delivered are sensitive to the multi-cultural/ multi-ethnic diversity of the City's population.

*Justin Yakiwchuk. Medical Photography HSC.*

# OVERVIEW OF DEMOGRAPHIC AND SOCIO-ECONOMIC TRENDS IN WINNIPEG

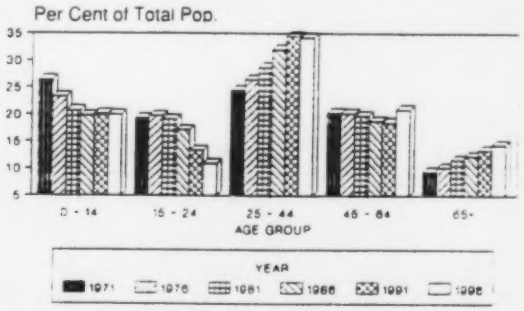
*A brief analysis of the facts and trends that are changing our City. This analysis is taken from the Planning Council's "Invisible Change: Winnipeg's Next Decade" document.*

The changes taking place in Winnipeg, and which will continue to take place throughout the nineties and into the next century, are being driven by changes in the City's population and economy.

## Population

Winnipeg's population is aging. The number of older people is increasing, and will continue to increase at an even more rapid rate as the baby boom generation passes into middle age and then into what has traditionally been regarded as the retirement years. At the same time, the number of young people is declining.

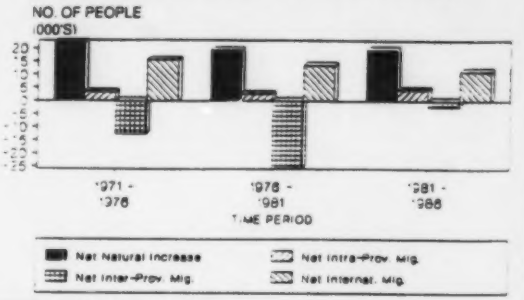
THE CHANGING AGE STRUCTURE OF WINNIPEG - 1971 TO 1996




Sources: 1971, 1976, 1981, 1986 Census
Manitoba Bureau of Statistics
Regional Population Projections

Winnipeg's immigrant community, many of whom are refugees, and visible minority groups have been increasing dramatically since the mid 1980s. Immigration has been primarily responsible for maintaining a net increase in the City's population.

COMPONENTS OF THE CHANGING TOTAL POPULATION OF WINNIPEG - 1971-86

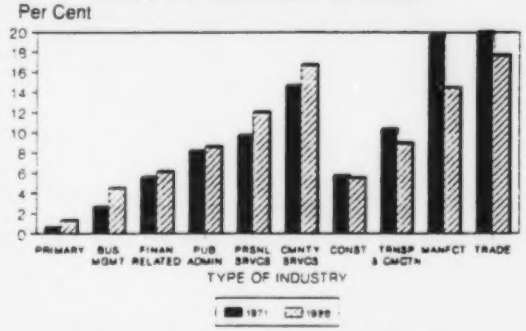



Sources: Statistics Canada, Publications
#91-212, 91-211: 1976 Census Publication
#92-907: 1981 Census Publication #92-828

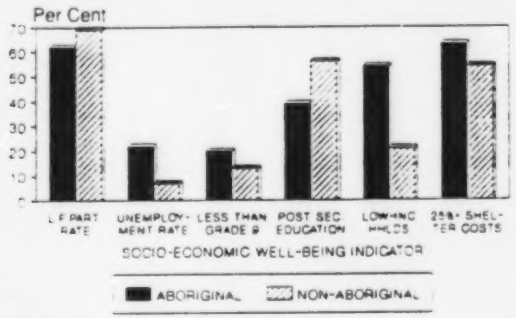
## Economic Well Being

The expansion of the local economy in Winnipeg has occurred almost exclusively in the service industries sector. At the same time, the number of jobs in the secondary manufacturing sector has declined since the recession of the early 1980s. Between 1981 and 1986, the number of manufacturing jobs actually declined by nine per cent while the number of service-related jobs increased by 22 per cent. The growth of the labour force itself has been fuelled almost exclusively by an increasing number of women entering the work place, especially those married with young children. By 1996, it is projected that Aboriginal youth 15 to 24 years of age will make up about 12.5 per cent of the total young adult labour force. With Aboriginal persons experiencing unemployment rates three times higher than non-Aboriginal persons (22% versus 8%), many are least likely to find meaningful employment in Winnipeg's economy.

EXPERIENCED LABOUR FORCE BY TYPE OF INDUSTRY - WINNIPEG - 1971, 1986




SOCIO - ECONOMIC WELL - BEING ABORIGINAL & NON - ABORIGINAL PERSONS IN WPG. - 1986



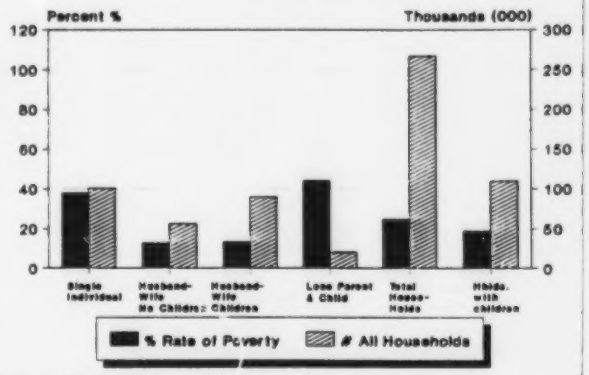

Source: Social Planning Council of Winnipeg
Special Tabulations of the 1986 Census

## Poverty

The numbers of Aboriginal people and single parents, many of whom are locked into cycles of poverty, are growing very quickly. More than one out of every three Aboriginal households live below the poverty line. More than three Aboriginal households out of five have difficulty meeting their shelter costs. Where as international immigrants can obtain a higher standard of living after about 10 years, the persistently high rate of poverty among Aboriginal households suggests that they get locked into poverty.

In using Statistics Canada's most recent income data, we find that in Winnipeg in 1989, 20,694 families with children lived below the poverty line which resulted in a poverty rate of 18.9 per cent.

Distribution of Winnipeg Households Showing Rate of Poverty

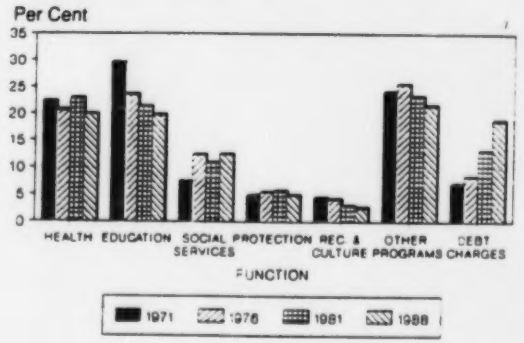



SOURCE: 1989 Survey of Consumer Finances

## Challenges for Government

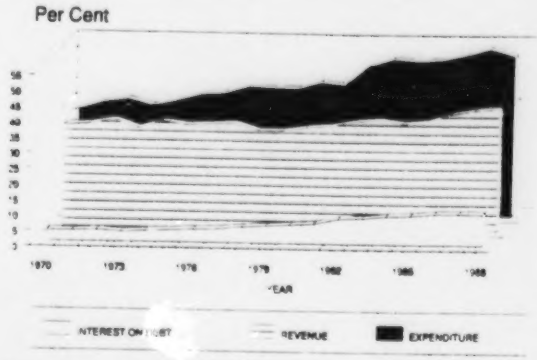
The demand for publicly-funded services, which these social and demographic changes have helped to generate, has risen faster than the real growth in the economy, while the level of provincial and municipal revenue has not kept pace since 1974. As a result, the size of the public debt has mushroomed. Since 1985 the level of taxation increased, primarily in personal and indirect taxes. With the economy now in a recession, the challenge of managing the demand for services with a shrinking tax base is daunting indeed.

**PERCENTAGE OF PROV & LOCAL GOV'T EXPENDITURES BY FUNCTION - MB., 1971 - 88**




Source: Statistics Canada. Cat. # 68 - 202

**GOV'T REVENUES, EXPENDITURES & INTEREST PAYMENTS AS % OF MANITOBA G.D.P.**




Source: Statistics Canada. Cat. # 68 - 202.

## *Conclusions*

Our people are changing. We are an aging City. The number of young people is declining. We have more immigrants, refugees and Aboriginal people in our midst. Lifestyles are changing. More people are going out to work. The greatest increase in the labour force is amongst women, especially mothers with young children. Families are becoming smaller. More people choose to live alone. This has created the demand for more housing despite a very slow population growth.

These changes present us with challenges and opportunities. It is the people of our City that create the City. As the people change, so does our City. Peoples' wants and needs determine what is built. The jobs people seek and create and the skills they offer determine the nature and vitality of our economy.

Aboriginal people continue to come to Winnipeg to seek opportunity. Often, however, the situation of Aboriginal people is bleak. Will the 1990s present them with opportunities for the future?

As a City - as employers - as agencies - as institutions -and as government - are we ready to respond to the challenges that lie ahead?

# ISSUES OF SOCIAL EQUITY

This section provides an analysis of the facts and trends discussed in the previous section and raises the policy challenges facing Winnipeg in the next decade. The issues that are addressed do not represent a comprehensive examination of the social issues but were chosen based on what the Planning Council feels are some of the major issues of the day. These major issues can be used to illustrate a number of key areas that have to be addressed from a social equity perspective. The Planning Council recognizes that the City does not have constitutional jurisdiction over all issues discussed below as for example in the area of education. The City, however, should develop and adopt a social development policy to present its vision of a healthy community which speaks to all the issues presented in this brief.

## MEETING BASIC NEEDS

The assurance that everyone has access to the basic necessities of life (food, shelter, clothing, employment, personal safety and security) is important in redressing imbalances. The meeting of basic needs is essential in people's lives and leads to an improved "quality of life" for everyone. The basic needs as seen by the Planning Council are: child care, education, health care, housing, human rights, income security, personal safety and security, and social services.

*The City must encourage incorporation of child care facilities into multi-use/high density buildings.*

### Child Care

The supply and quality of child care services, the value of subsidies to low-income parents, and the wages of child care workers are the major issues that need to be addressed. From the City's perspective of regulating child care facilities, there is a need for a comprehensive municipal policy dealing with location, zoning, and integration. The City must encourage incorporation of child care facilities into multi-use/high density buildings, such as shopping centres and high-rise apartments. On the question of supply, family child care centres might be permitted as outright land uses in residential areas of the City rather than the conditional use designation currently in place. Accessible and culturally integrated child care centres must be a goal of municipal policy initiatives.

### Education

*Educational Services and Programs*

Taking a 'pro-active' approach to meet the challenges of the changing urban society must be applied to every aspect of life. Education is perhaps the most important area where the principle of pro-active community participation must be applied. From the perspectives of equitable distribution and accessibility across the City, the delivery of educational services and programs must ensure that no differentiation in the quality of curricula and the physical plant by school district occurs, and that the whole population has access to good education and training in the future.

Is it necessary to amalgamate school divisions to ensure equity in delivering services? How can we further the influence of community-based groups in aiding the pro-active education approach? These are the central questions to developing and equitable school system. Further involvement of parents

in the education of their children and programs to encourage children to stay in school through positive role model development are some initiatives that must be explored.

*An opportunity exists for the City to liaison with educational institutions in order to co-ordinate objectives.*

*Adult Education Program*

There is an opportunity to enhance the educational and career prospects of Winnipeggers by linking both school and work experience. Currently Winnipeg School Division Number 1 offers adult education services from a former downtown school building on Colony Street. An opportunity for both the City and the School Division to explore would be the possibility of a work co-op program with the objectives of better preparing people for long-term skilled employment.

*Community Access Program Offered by the Universities*

A University's accessibility is key in offering choices to members of the general public who wish to enhance their knowledge or skills. Learning, after all, is a life long process. Greater part-time flexibility of scheduled courses, programs for professional and personal development and a wide range of degree, certificate and diploma programs are essential to increased accessibility. In an era of government funding reductions, can the universities continue to maintain an commitment to lifelong learning, or maintain an "open door" policy to the community groups by allowing access to libraries and recreational facilities? An opportunity exists for the City to liaison with educational institutions in order to co-ordinate objectives.

## Health Care

The delivery of basic health care service to the population, and in particular low income persons, is becoming an important issue for municipalities. The concept of universality, that health services should be accessible to the whole population, is still the basic principle of the Canadian health care system. However, senior levels of government are having difficulties in maintaining support for the delivery of universal health care. Municipalities have a tradition of delivering basic public health care services to their citizens. Municipal involvement in public health care ranges from public health nurses working through schools and home visitations to the development of good water delivery and waste disposal systems to public immunization programs. The community-based health services also have a strong presence in Winnipeg; Mount Carmel Clinic, Health Action Clinic, Klinic Community Health Centre, Women's Health Clinic, Nor'West Co-op, and the Village Clinic are a few of the private and non-profit agencies providing medical services in various neighbourhoods around the City.

Health care issues among Aboriginal residents are of serious concern and need to be addressed in a culturally appropriate way. Aboriginal health problems are compounded by the stress of acculturation in urban centres, unfamiliarity with urban health care systems, and Aboriginal/non-Aboriginal communication problems.

## Housing

Simply stated, housing plays a stabilization role in people's lives. Without security of tenure in adequate, accessible and affordable housing, access to other services in the urban environment is very difficult. Unless people obtain adequate, suitable and affordable housing and have security of tenure, there is little value in trying to address other social and economic needs. Housing is a basis for better integration into mainstream society.

*In its basic form, home is a structure which provides physical protection from the elements. However, home also means a social environment which goes beyond the idea of minimal shelter.*

In its basic form, home is a structure which provides physical protection from the elements. However, home also means a social environment which goes beyond the idea of minimal shelter. To individuals and families, home involves a set of activities, satisfactions, rights, obligations and expectations about a particular dwelling and those who occupy it. The quality of that dwelling can enhance or diminish the health and personal development of its occupants. The idea of home embodies cultural values, lifestyle, and self-image of its occupants. The individual dwelling and neighbourhood are inseparable, encompassing the neighbourhood is the community or larger district which may hold several neighbourhoods all of which are contained within the larger City. It is important that these linkages be recognized in planning for social equity.

Research (*please see the Planning Council's "Invisible Change" document*) has shown the City's housing needs are shifting towards accommodating smaller families; and a greater number of single person households. At the same time, affordability is becoming a problem for more and more people. The cost of rented accommodation available to low income households increased much more rapidly than their incomes in real terms, causing an increasing proportion to use more of their income on shelter. The cost/benefit of providing stability through housing should be explored by all levels of government involved in housing. Housing is critical for high risk groups as a primary need for stability and safety. Housing can be the cornerstone for health, and the beginning of social equity for many. Existing housing projects are often closed to the homeless individual. They have been labelled as the "hard to house" or as "the unhouseables." Often their homeless situation is accompanied by behavioural disorders that make them unwanted residents of social housing projects and hotels. Many of Winnipeg's homeless live on river banks or under bridges because of the lack of adequate, affordable or appropriate housing. There is concern that repeated use of hostels and emergency shelters does little to facilitate integration with other social services. Options that provide adequate, accessible and affordable housing and access other supporting services, such as substance abuse programs, health care services, and financial assistance and counselling services are needed.

### *Fragmentation of Delivery*

Fragmentation of program delivery, both in the area of housing and in other "safety-net" components such as welfare, unemployment insurance, skills training, health programs, child care, family and personal counselling, and child support pro-

grams, contributes to increased stress for many people. Too many agencies delivering and active in social housing, compartmentalization of budgets by different levels of governments toward specific aspects of housing, the lack of integration between formal and informal support systems reduce the effectiveness of the available resources. The City has an opportunity to prevent duplication of services and to ensure effective utilization of available resources. Perhaps this can be realized through the formation of a co-ordinating "network".

*Social Housing and Group Homes*

*Social housing should always enhance integration into the community and interaction with other support services.*

Research tells us that people do not like to live in large housing projects, like the Lord Selkirk Park. Social housing should always enhance integration into the community and interaction with other support services. Tenants in social housing are often very isolated and sometimes face discrimination. Creating a ghetto may not be the answer, it may be better to integrate tenants into the larger community as quickly as possible. Sometimes when tenants do access social housing there is a negative backlash as it is perceived that they are taking units away from long-term residents on the waiting lists of buildings.

There are successful examples of low-income housing integrated with other housing. Integrated social, non-profit, co-op housing for low-income families would ensure a location near schools, shopping and transportation facilities, safety, child care and common and recreational amenity spaces.

Neighbourhood integration is certainly a significant problem for many group home projects. Providing the necessary safety and security and the needed support services in a setting that can blend into a neighbourhood is a difficult task. However, the greater difficulty often comes in convincing the neighbourhood that it is just a myth that the presence of a group home will destroy their neighbourhood and decrease property values. The regulatory environment has to be changed to allow greater dispersion. Group homes, up to a certain size, should be a universally accepted land use in all residential areas of the City.

Different households face service gaps and fragmented delivery of programs. Briefly, some of the issues surrounding different households are:

1. Most single parent households, for example, are headed by a female. Supporting a family on one income can be very challenging and difficult because women earn less than men.

2. Disabled persons face the problems of finding housing that is universally designed and incorporates proper amenities to meet their needs.

3. Newcomers face the challenges of locating housing in new neighbourhoods and should have access to integrated housing in many areas of the City.

4. Service gaps and fragmented service delivery are issues that increasingly affect Aboriginal and other racial/ethnic groups in our City. These are issues of immediate concern.

The City needs to develop a social housing policy, and this policy should be an integral component of the City's social development policy.

*Community-based Housing*

People should be encouraged and assistance should be provided so they can repair buildings as housing units for themselves. There are plenty of old boarded-up buildings that could be used for low-cost housing. The concept of "sweat equity" is not new; Habitat-for-Humanity has been very active in Winnipeg providing new homes or repairing old homes for Winnipeggers who cannot afford adequate accommodation.

A successful example of community-based housing is The North Logan Community, an inner-city neighbourhood located just north of downtown Winnipeg next to the Canadian Pacific Railway Yards. Led by a strong community spokesperson and activist planner, the community developed its own vision of what it wanted for the future. It was involved in the development and management of its own housing requirements.

## Human Rights

*In general, race relations and affirmative action policies seek ways to deal with discriminatory barriers that exist and promote the full and equal participation of all racial/ethnic groups in the social, political, economic, and cultural life of cities.*

The composition of Winnipeg's population is changing. It is becoming more multi-racial, multi-cultural, multi-lingual and multi-religious. Discrimination based on stereotypes of race, religion, sexual orientation and gender exist in Winnipeg in the form of denied access to jobs and restrictive hiring practices, denied access to housing and accommodation, and denied access to private services. The issue of diversity presents a major challenge and an opportunity to the City.

In general, race relations and affirmative action policies seek ways to deal with discriminatory barriers that exist and promote the full and equal participation of all racial/ethnic groups in the social, political, economic, and cultural life of cities. The City of Winnipeg must be encouraged to accelerate the effectiveness of its Race Relations Committee, and to ensure that its employment equity program works toward "bridging the gap" in all areas of immediate need.

## Income Security

With higher levels of unemployment throughout the 1980s, more part-time jobs and a loss of middle income jobs, real incomes have grown very little since the mid-1970s. The economy continues to shift from secondary industry to service industry with the fastest rates of growth occurring in both the low- and higher-paying jobs. Winnipeg's labour force continues to change. By 1996, it is projected that Aboriginal youth 15 to 24 years will make up about 16.5 per cent of the total young adult population and 12.5 per cent of the young adult labour force.

*Community Economic Development*

In addition to the conventional methods of economic development, such as expanding industries and plant recruitment, the City must investigate the

potential of local economic development for its inner-city neighbourhoods. With the goals of improving socio-economic opportunities and community participation, such tools as venture capital availability, co-operatives, land trusts, and import substitution industry must be explored.

*Employment Training*

A co-ordination of efforts by senior and local levels of governments, labour and business sectors to developing a "Jobs Strategy" is essential in offsetting the effects of a transforming local economy. Training programs, night school courses and subsidized entry level positions for new employees are important elements for a "Jobs Strategy" policy. In addition to skills training, other employment support services should include special transit tickets for job training purposes, work clothing allowances and counselling support in order to assist individuals in becoming active participants in both the labour force and society.

*An important aspect of urban life is the issue of personal safety and security, particularly for women and children.*

*Financial Assistance*

Welfare provides the very basic support an individual needs for survival, but is often criticized for perpetuating the cycle of poverty. An initiative by all three levels of government is needed to foster the restructuring of welfare/enable people to break free of dependence on the system. The development of a one-tier system, as examined by the Manitoba Task Force on Social Assistance in 1983, could provide the structural reform necessary to facilitate moving people towards independence and self-reliance. The City could encourage the other levels of government to examine this issue.

*Getting Started in the Labour Force*

The availability of entry-level positions is dependent upon the performance of both private sector business and the policy of governments. A co-ordinated approach and subsidy program should be aimed at the creation of available entry-level positions that will enable college, university, trade school graduates and new employees the time necessary to develop their work skills.

## Personal Safety and Security

An important aspect of urban life is the issue of personal safety and security, particularly for women and children. Most urban environments do not have safe streets or areas that women can enjoy without fear of purse snatching, assault, rape or other crimes. Some women cannot enjoy the urban milieu without taking some form of security measure. It is not an easy task to implement the solutions necessary to resolve this problem, however some initiatives can be taken to make cities safer. Some design solutions include better lighting and reduction of "dark spaces" particularly in parks and parking garages, increased police foot patrols and request stop programs for transit patrons. Educational programs would include counselling services for offenders, victim/offender reconciliation services, and self-defence courses.

## Social Services

To ensure equitable distribution and accessibility in the future delivery of social services and pro-

## OPPORTUNITIES FOR INDIVIDUAL AND COMMUNITY FULFILLMENT

grams to all citizens of Winnipeg integration and co-ordination within the various jurisdictions/ agencies is required to provide a balanced social service system. Eliminating the two-tiered welfare system currently operated by both the Province and City would be a positive step toward eliminating fragmentation of programs, and a better co-ordination of policy and service delivery.

Meeting the basic needs of all citizens is a priority, but opportunities related to lifestyle enjoyment, personal development, citizenship must also be realized. The City of Winnipeg has had a strong history in the provision of amenities that allow its citizenry a better quality of life. Continued development of facilities such as parks, libraries, museums, public transportation, justice programming, art galleries, and cultural programming and festivals provides the opportunities to people for individual and community fulfillment.

### Recreation and Culture

Municipalities have always taken a role in providing a range of services to their citizens. The more traditional services have included "hard" services such as police, fire, water, waste disposal and transit. But municipal governments have also taken responsibility of providing other "softer" services to the public such as recreational and cultural facilities and programming, such as the Winnipeg Art Gallery and the Museum of Man and Nature. Relative to total provincial and local governmental spending, expenditures on health, social services and debt charges rose faster than average, while spending on education, recreation and all other services fell. (*Please see "Gov't Expenditures" Table on page 12.*) Accessibility on a cost basis is a major issue. Privately run recreational facilities are becoming more prominent and are exclusionary because of their pricing policies. The shift from participatory sporting events to spectator sporting events puts more demand on recreation dollars for newer facilities. Will these dollars be channelled away from programming and community centres to support capital expenditures? This is another challenge facing the City.

### Parks and Facilities

Winnipeg's changing demographics will lead to different demands from the population on our recreational system. Newer and different facilities will have to be build to accommodate differing recreational needs. Public amenities have great potential for giving a City an image, a spirit and a sense of community. Many organizations actively promote Winnipeg's multi-ethnic heritage as a significant part of their programming. Folklorama is one of the largest multicultural festivals in the world. These community oriented activities enhance self and cultural awareness in the individuals who partake in these events. However, in order to ensure that these activities have a positive influence, it is essential that all ethnic and all cultural groups are given equal opportunity to promote themselves. Otherwise, inequities serve to demoralize groups with less power and resources.

Accessibility is an important consideration in the provision of recreational and cultural facilities to the public. Winnipeg has attempted to make most of these facilities and programs accessible to all of its citizens. Any charge for services automatically makes facilities inaccessible to certain segments of our population. The Zoo and the parks have no direct user fees and this needs to continue.

Accessibility is also constrained by the subjective perceptions of place, program or facility. More effort should be made to enhance the image of the Art Gallery, Museum and Libraries as places for everyone. Marketing strategies should focus on enhancing the opportunities for Aboriginal people, racial/ethnic minorities and low income groups to use recreational and cultural facilities. Until the issue of accessibility to all is addressed, many of Winnipeg's quality recreational and cultural resources may remain psychologically inaccessible to some Winnipeggers.

### *Libraries*

The library system in Winnipeg has many branches located around the City, no membership fees, and can access all types of informational needs through a computerized interloan system with other provincial and national libraries. The question that remains to be answered is whether or not the City will maintain strong support for the public library system by maintaining existing branches, acquiring broad ranges of books and publications.

Two important issues surrounding the library system in our City are: the under use of inner-city branches and the underfunding of the urban library system by the provincial government. The possibility of finding alternative uses for inner-city branches presents immense opportunity for the library system. The library system might be able to "pro-actively" expand its outreach programs into the community by developing a linguistic/multi-ethnic centre and a literacy centre at various branches in the inner-city. Funding, however, is the key to expanding the mandate and services of the library.

### *Public Transportation*

Winnipeg Transit maintains the operation of a parallel system for disabled persons. The system consists of the operation of a number of small lift-equipped gas transit buses and the utilization of taxicabs through a brokerage system. Funding for the system is provided by the City and is subsidized by the Province of Manitoba. The strong ridership on this system indicates that a continued commitment to the "handi-transit" concept must be maintained. Enhancement of the system through increased subsidy would lead to greater mobility options for disabled persons. In addition, the implementation of a "New Rider Orientation Program", a venture currently operating in Edmonton which acquaints immigrants and Aboriginals people with the transit system in their own language, is another opportunity to be explored by Winnipeg Transit.

*There is an unique opportunity for the City of Winnipeg to foster and further the growth of the A.D.R. field in the City, and perhaps lead the country in the development of "preventative" justice programming.*

The increased use of bicycles on Winnipeg streets, and the concern for safety indicates the need for transportation planners to examine more options for bikeways, lanes and street designations for this mode of transportation.

### *Justice*

The police, court and jail systems are a major challenge to some Winnipeggers. Problems in dealing with the justice system; of getting assistance when needed, or of becoming disoriented in a complex and formal court system need to be addressed.

One example of ensuring the justice system is sensitive to the needs of all Winnipeggers is a commitment to equitable population representation on the police force. Employment equity for Aboriginal people and racial/ethnic minorities will led to the culturally appropriate delivery of service.

Another example is a commitment to "advocacy" and a more "pro-active" approach to solving problems at the community level. Alternative Dispute Resolution Services (A.D.R.), such as the Community Dispute Centre, Mediation Services, Family Conciliation Services, and school-based A.D.R. initiatives already exist in Winnipeg, and are regarded as leaders in the A.D.R. field nationally. There is an unique opportunity for the City of Winnipeg to foster and further the growth of the A.D.R. field in the City, and perhaps lead the country in the development of "preventative" justice programming.

### *Existing Community Facilities*

Historically, churches have played a significant role in the delivery of social services and recreational programming. Many City churches were instrumental in the provision of child care services, employment development programs, and provision of space and facilities for the arts, multicultural and recreational activities. Currently, downtown and some suburban churches are active in the community by encouraging and developing other activities within their buildings. Some innercity churches currently provide space for dance groups, child and family service programming and counselling services.

The unique architectural styles of many churches make them a focal point in the community, providing a centre for community activity. Church outreach, of course, is dependent on the theology and the focus of the congregation. There is an opportunity for the City to pursue joint-use agreements with many churches, particularly in the growing suburban areas where expenditure on recreation and cultural facilities is becoming costly. This form of co-operative partnership agreement would allow churches to become accessible community facilities. The tax-exempt status enjoyed by churches must be allowed to continue as this represents a grant in lieu of actual money for community services.

## NEW HORIZONS

*Planning initiatives must encourage input from citizens who are generally under-represented in decision-making and traditional community planning groups.*

### *Participatory Planning*

To ensure fairness and balance in planning decisions, the physical, economic and social development of a municipality must be integrated with the characteristics and needs of all population groups within the community. In responding to the demographics of the City, planners should recognize that cultural, religious and social factors are important elements in the planning process. There are many ways in which planners can recognize the varying needs of our diverse population. The first, and perhaps most important step, is to ensure community participation. Planning initiatives must encourage input from citizens who are generally under-represented in decision-making and traditional community planning groups. Planners must also be aware that some segments of the population are reluctant to participate in public meetings, and must work to develop alternative and creative methods in obtaining input and providing interpretation or translation of materials where needed.

### *Accessibility of Planning Tools*

Community participation in the planning process requires citizens to have access to planning tools. The "quality of life" of Winnipeggers can be affected by decisions about housing, police, transit, fire protection, parks and recreation, planning, employment, and public health. Citizens must be informed about the role and activities of local government. Information enables people to participate in the decision-making process. The following represents some suggestions for neighbourhood planning tools that have been shown to work in the past:

**Involve**
Involving as broad a population representation as possible in a new process is required;

**Organize**
Planners must detail the powers and responsibilities of everyone involved in the new process;

**Define**
A collaborative consultation between planners and residents on the topic of neighbourhood definition is essential in defining community boundaries;

**Recognize**
Planners must recognize existing community groups, and build new ones where none exist;

**Sanction**
Neighbourhood planning programs should be formally endorsed by a City Council resolution;

**Communication**
Planners should facilitate communication between community groups and the municipal planning department;

**Review**
Local neighbourhood groups must be involved in the development of local area action plans and in the reviewing of official plans prepared by the City;

**Help**
Neighbourhood planning programs must have fi-

nancial support and technical help from the City;

**Budget**
The City must provide a mechanism so that neighbourhood planning proposals can become part of the annual capital budgeting process;

**Notify**
The establishment of direct lines of communication between community groups and civic departments is essential in order for neighbourhood planning programs to work;

*Local neighbourhood groups must be involved in the development of local area action plans and in the reviewing of official plans prepared by the City.*

**Co-ordinate**
Local neighbourhood plans and official comprehensive plans must be co-ordinated and compliment one another;

**Support**
The City must provide adequate staff support and resources to the neighbourhood planning process;

**Educate**
Training programs in the new neighbourhood planning process must be provided for both community leaders and planning officials;

**Counsel**
The City must ensure availability of legal counsel to neighbourhood groups;

**Assess**
Planners must continually monitor and evaluate the overall community-based program.

The overall theme expressed in this section of the brief has been that Plan Winnipeg must address social equity issues. These issues must be addressed through a commitment to community participation. Establishing these tools of citizen participation will require some adjustment to the planning process in Winnipeg. Working co-operatively and with good intent are essential in building a better "quality of life" for all.

## CONCLUSIONS

*Winnipeg is changing, and so too are Winnipeggers. The facts and trends speak loudly about the changes... The challenge is before us, now we must act together as one community.*

Winnipeg is changing, and so too are Winnipeggers. The facts and trends speak loudly about the changes. Population, housing, economic, political, and social relationships are being affected. Not all citizens of our City are sharing in its opportunities, and some are being adversely affected by the changes. We must respond to these changes and to the needs of Winnipeggers who are in distress.

This document has outlined the facts and trends and highlighted the issues surrounding social equity. Plan Winnipeg must be more than a physical planning/land use document. It has to address key community issues and problems from a social perspective. Planning must have a social component. The following page points to the next steps that Plan Winnipeg must take toward social equity. The challenge is before us, now we must act together as one community.

G. Siamandas, Heritage Winnipeg

## NEXT STEPS

### Action Areas

Recommended initiatives for Plan Winnipeg and the City of Winnipeg are:

### 1. Meeting Basic Needs

***Principle:***
Meeting basic needs ensures that everyone has access to the basic necessities of life (food, shelter, clothing, employment, safety and security). This plays a balancing role in the lives of people and leads to an improved "quality of life" for everyone.

***Goal:***
The City of Winnipeg must work towards ensuring the basic needs of its citizens are met through the provision of secure and affordable housing, quality health care and educational services, and assume and expand its commitment to ensuring personal safety and security. This goal must apply to all population groups, such as Aboriginal and other racial/ethnic minorities within the City of Winnipeg.

### 2. Opportunities for Individual and Community Fulfillment

***Principle:***
Meeting of the basic needs of citizens is a priority, however, opportunities to pursue a better lifestyle, personal development, and engage in community involvement must also be realized.

***Goal:***
The City of Winnipeg must continue to provide accessible and affordable parks and recreational opportunities to it citizens, maintain a equitable library system, accessible transportation system, and encourage the continued development of the arts and cultural communities.

### 3. Respect for Diversity

***Principle:***
The City of Winnipeg must respect the diversity of its citizenry and recognize the issues concerning Aboriginal and other racial/ethnic peoples in the urban environment.

***Goal:***
The stronger emphasis on the use of the Race Relations Committee, employment equity program, and the development of an Urban Aboriginal Policy Stratgey would enhance respect for diversity through existing institutional structures.

### 4. Revenue Sources

***Principle:***
Future transferring of programs and services from senior levels of government must be accompanied by adequate revenue sources to cover service costs at the municipal level.

***Goal:***
The City of Winnipeg must actively lobby the senior levels of government for new revenue sources in order to meet the challenges of growing service demands at the municipal level.

### 5. Community Participation

***Principle:***
The City of Winnipeg should recognize the right of all its citizens to participate in the planning and development of their City and community.

***Goal:***
Community participation must be openly accommodated in the planning process.

# ADDITIONAL READING MATERIALS

Books & Reports:


Manitoba Child Care Association. 1990 Provincial Salary and Working Conditions Report. Prepared by the Social Planning Council of Winnipeg. January 1991.

Manitoba Task Force on Social Assistance. Final Report. September 1983.

Pressman, Norman and Xenia Zepic. Planning in Cold Climates: A Critical Overview of Canadian Settlement Patterns and Policies. Winnipeg: Institute of Urban Studies, 1986.

Rohe, William M. and Lauren B. Gates. "When Cities Work With Neighbourhoods." APA Planning Magazine. January 1986. P. 24-29.

Singer, Linda R. Settling Disputes: Conflict Resolution in Business, Families, and the Legal System. Boulder, CO.: Westview Press, 1990.

Social Planning Council of Winnipeg. A Policy Statement on Child Care. December 1988.

Social Planning Council of Winnipeg. Child Poverty in Manitoba: An Examination of its Causes and Solutions. 1990.

Social Planning Council of Winnipeg. Invisible Change: Winnipeg's Next Decade. March 1991.


Planning Council Newsletters:


"Urban Aboriginal Perspectives". Vol. 2 No.3 & 4, May 1991.

"Literacy: An Overview". Vol. 2 No. 2, January 1991.

"Planning in Winnipeg: A Challenge for the Future". Vol. 2 No. 1, September 1990.


Planning Council Committee Reports:


Urban Safety Project Report.

Poverty Committee Report.